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# CEDAC

T W E N T I E T H   A N N I V E R S A R Y   R E P O R T



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We hope to leave a stamp if we could  
be successful that would allow both  
the community development activities  
and the providing technical assistance  
when we could be an aid way  
for any decision on development  
kind of assistance for supporting  
development activities  
to be



## LETTER FROM THE CHAIRPERSON AND THE EXECUTIVE DIRECTOR

*in* 1978, the Commonwealth of Massachusetts created CEDAC to serve as a vital resource for the community-based, non-profit development industry. As we crossed our twentieth anniversary milestone last year, it seemed appropriate to use our annual report this year to serve as a retrospective of the vision that drove CEDAC's creation, and as a celebration of all that we have collectively accomplished over those twenty years.

It is a pleasure to present this report in recognition of the crucial work the non-profit development industry does to house low- and moderate-income families and individuals, to provide a broad range of social and economic services that support the efforts of families and individuals to achieve economic self-sufficiency, and to rebuild communities throughout Massachusetts. It is a powerful testament to how much has been done; equally important is how much more we have yet to do.

Sarah B. Young  
*Chairperson*

Michael Gondek  
*Executive Director*

## INTRODUCTION

*in* 1974 the Commonwealth aborted its plans to build Interstate Highway 95 through Jamaica Plain, Roxbury, and the South End. Community activists envisioned that non-profit development groups could reverse the damage done to those neighborhoods by building housing, creating job opportunities and community facilities, and re-knitting the fabric of those communities. So twenty years ago State Representative Mel King shepherded the legislation that created CEDAC through the Massachusetts Legislature, to provide the technical assistance and financial support those non-profit developers would need.

The non-profit development industry was then in its infancy. Only a relative handful of such groups existed, and few of those had access to financial and professional resources adequate to tackle real estate development projects of any complexity. The vision of a broad array of non-profit developers controlling substantial real estate assets, enjoying political legitimacy, and managing a comprehensive set of community development activities was an extremely ambitious, if not rosy, one indeed.



"WE WENT TO CEDAC WITH ESSENTIALLY DREAMS—WITH A FEW PIECES OF THOSE ACTUALLY TOUCHING THE EARTH—AND WE WERE ABLE TO GET ENOUGH MONEY TO GET TO THE NEXT STAGE. AND IT WASN'T JUST MONEY, IT WAS THE ABILITY TO SAY THAT YOU HAVE THE MONEY FROM A STATE ORGANIZATION, AND THE CONFIDENCE THAT THEY SHOWED IN YOU, WHICH GAVE YOU THE CONFIDENCE TO TAKE THE NEXT STEP.

"WHEN YOU ARE A CDC DIRECTOR, YOU ARE KIND OF ON YOUR OWN: YOU DON'T HAVE A LOT OF PEOPLE THAT YOU CAN TALK TO, SHARE YOUR DEEPEST FEARS ABOUT RISK AND REWARD AND SO ON. TO HAVE THAT KIND OF ALLY—THAT KIND OF SAFE PLACE TO BOUNCE IDEAS AND PROPOSALS OFF OF—IT'S INVALUABLE."

**BILL TRAYNOR, NEIGHBORHOOD PARTNERS,  
AND FORMER EXECUTIVE DIRECTOR,  
COALITION FOR A BETTER ACRE, LOWELL**





AUBURN COURT, CAMBRIDGE

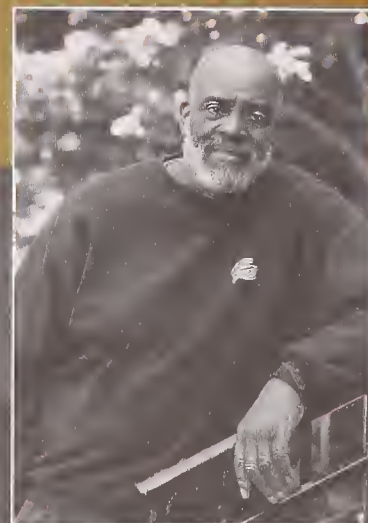
*two* decades later that vision has been realized to a very substantial degree.

Community-based development organizations are universally recognized as one of the driving forces in the transformation of urban neighborhoods which were written off twenty years ago. A wide spectrum of resources, ranging from private investment capital to dedicated public funding programs, has emerged to finance the non-profit development world's real estate activity. An entire industry of intermediary support institutions has evolved to bolster this industry's work. And public officials laud the entrepreneurial spirit of non-profit developers.

CEDAC is proud to have played a key role in this national success story. For twenty years we have promoted non-profit community development—by fashioning useful financial tools, advocating for responsive public policy, and shaping program design and implementation. Our success has been due in large part to the enormous dedication of former members of the staff and board of directors of CEDAC, who have contributed immeasurably to our success over these two decades. In particular, we want to recognize Carl A. Sussman, CEDAC's founding director, who led the agency for its first fifteen years. And of course we salute our non-profit partners for whose leading roles we are, in the final analysis, supporting actors. ▼



## SOUTHWEST CORRIDOR



"WE WERE GOING TO SEE TO IT THAT THE LAND THAT WAS TAKEN BY THE STATE WAS DEVELOPED. AS WE GOT INTO IT, IT BECAME APPARENT THAT SOMETHING MUCH BROADER NEEDED TO BE DONE. . . . A NUMBER OF PROGRAMS WERE PUT TOGETHER DURING THAT TIME WHICH SUPPORTED MANY OF THE CDCs, AND IT JUST EXPLODED OVER A TEN YEAR PERIOD AS A RESULT OF THESE EFFORTS. FOR ME, THE WHOLE IDEA WAS TO DEVELOP THAT KIND OF INFRASTRUCTURE FOR SUPPORTING DEVELOPMENT ACTIVITIES."

MEL KING,  
COMMUNITY ACTIVIST  
AND FORMER  
STATE REPRESENTATIVE



TENT CITY, SOUTH END



*the* genesis of CEDAC lies in the Southwest Corridor: the swath of land through Boston's South End, Roxbury, and Jamaica Plain neighborhoods which had been cleared in preparation for the construction of an extension of Highway 95. Community activists pressed the Commonwealth to reverse its policy of highway expansion, and substitute the upgrading of mass transportation mechanisms instead. Their goals achieved on that front, the communities turned their focus to the question of how to re-build the neighborhoods torn apart by the land clearance.



SUMNER HILL HOUSE, JAMAICA PLAIN





2 VIEWS OF  
LANGHAM COURT,  
SOUTH END

*non* profit, community-based development organizations already existed then, and some had by the mid-1970s already shown the ability to amass the political and financial resources needed to build and rehabilitate substantial amounts of low-income housing. But those neighborhoods advocated for the creation of an infrastructure at the state level that would provide financing and technical assistance for non-profit developers across the Commonwealth. By 1978 CEDAC came into existence as a part of that infrastructure, which would strike policy makers across the country as the most dramatic commitment by any state to community-based development as a critical tool for rebuilding communities adversely affected by poverty and blight.







STONY BROOK GARDENS COOPERATIVE  
APARTMENTS, JAMAICA PLAIN

*in* the intervening two decades, the Commonwealth, the city of Boston, the neighborhoods, their leaders, their institutions, and non-profit community developers have collectively transformed the Southwest Corridor. All along the Corridor, from its origin nearest downtown to its terminus in Jamaica Plain, the development of new housing, commercial space, park land, and educational and institutional facilities have re-knit the fabric of those communities. Conspicuous, key parcels yet remain to be addressed, but an enormous amount of what was dreamed twenty years ago is reality today.



"WHEN WE FIRST CAME INTO EXISTENCE WE WERE LOOKING FOR TECHNICAL ASSISTANCE AND AN ADVISOR THAT HAD EXPERIENCE IN HOUSING. BUILDINGS WERE BEING SOLD AND RESIDENTS WERE CONCERNED ABOUT THEIR FUTURE. CEDAC SAID THEY COULD HELP RESIDENTS DEVELOP THEIR OWN PLAN TO CONTROL THE FUTURE OF CAMFIELD. THEY GUIDED US THROUGH A VERY COMPLICATED PROCESS. THEY HELP YOU LEARN THROUGH EXPERIENCE, RATHER THAN DO EVERYTHING FOR YOU. THAT WAS VERY HELPFUL TO THE RESIDENTS AND THE ASSOCIATION. CEDAC WAS THE ONLY GROUP OF PEOPLE THAT ACTUALLY SAID 'WE'LL WALK YOU THROUGH THE PROCESS AND WHEN ALL OF THAT IS DONE, WE'LL STILL BE THERE AS A RESOURCE.'"

PAULETTE FORD,  
CAMFIELD TENANTS' ASSOCIATION

CAMFIELD GARDENS, ROXBURY

*SO* many monuments exist to the determination and dreams of two decades ago: Tent City, the exemplary mixed-income housing that rose from vocal protest on a parking lot. The complete makeover of Camfield Gardens, Roxse Homes, and Grant Manor, distressed federally-assisted housing in need of a massive infusion of capital to provide decent housing. Langham Court, the beneficiary of the bold thrust by the city of Boston to direct the benefits of its downtown commercial boom to build housing in the neighborhoods. Madison Park Village, a model inner-city community offering housing for the elderly, families seeking rental and ownership options, and radically made-over public housing.



*and* further out along the Corridor, Stony Brook Gardens, the cooperative housing painstakingly assembled as the first concrete evidence of the turnaround for the Corridor land in Jamaica Plain. Jackson Square, with the siting of the first new full-service supermarket in the inner city and a new community health center for the area's residents. The Nate Smith House, elderly housing for Jamaica Plain's burgeoning Latino community, which exorcised the worst vestige of slum housing in the neighborhood. All this, and more to come, driven by a vision of what was possible, unfettered by conventional wisdom. ▼



CAMFIELD GARDENS, ROXBURY:  
FINISHING TOUCHES

DEVELOPMENT OF  
AFFORDABLE HOUSING



KENWYN APARTMENTS,  
SPRINGFIELD





"WE DO A LOT OF BUSINESS WITH CEDAC AND THEY ARE REALLY AN INTEGRAL PART OF OUR DEVELOPMENT CAPACITY. AS A NON-PROFIT YOU DON'T HAVE A LOT OF WORKING CAPITAL, YOU DON'T HAVE THE MONEY TO GET STARTED ON THE PROJECT OR TO SUSTAIN THE ORGANIZATION, THE ARCHITECTS AND THE ENGINEERS. CEDAC'S PARTICULAR MISSION HAS BEEN TO PROVIDE THE RESOURCES, AND THEY DO IT VERY WELL. THEY AREN'T JUST A BANK. IF YOU WENT TO A BANK, YOU WOULD NOT GET THEIR CAUTIOUS SCRUTINY, THEIR SUPPORT, THEIR TECHNICAL ASSISTANCE, THEIR ABILITY TO HELP US WORK OUT A WAY THROUGH THE FUNDING MAZE, IN ORDER TO MAKE THE PROJECT WHOLE. IF WE HAD A PROBLEM, A REGULAR LENDER WOULDN'T BE THERE IN THE SAME CAPACITY TO HELP US SOLVE THE PROBLEM. IT'S ALMOST LIKE HAVING ANOTHER MEMBER OF THE TEAM WHO FORTUNATELY ALSO CAN BRING CHECKS. IT MAKES DOING NON-PROFIT WORK POSSIBLE.

"THEY FILL A PRETTY UNIQUE NICHE IN THE CONTINUUM OF HOW YOU GET A PROJECT UP AND RUNNING AND FINANCED. THEY ARE AN EXTRAORDINARILY IMPORTANT PIECE OF THE NON-PROFIT DEVELOPMENT SYSTEM IN MASSACHUSETTS. THAT IS WHY NON-PROFITS IN MASSACHUSETTS CAN DEVELOP AS MUCH HOUSING AS WE CAN, BECAUSE WE'VE HAD THIS RESOURCE, AND IT IS UNIQUE. I AM CONTINUALLY AMAZED AS TO HOW MUCH ONE SMALL ORGANIZATION CAN DO.

"[IF CEDAC DIDN'T EXIST] A LOT OF US WOULDN'T BE IN THE NON-PROFIT HOUSING DEVELOPMENT BUSINESS, QUITE FRANKLY. WITHOUT SOME OF THE FRONT-END MONEY, YOU'D NEVER GET TO THE FIRST STEP ON SOME OF THESE PROJECTS. WITHOUT THE TECHNICAL ASSISTANCE, SOME OF THEM WOULDN'T SUCCEED. THEY ARE IN A UNIQUE ROLE BETWEEN US AND THE FUNDING SOURCES, SO WE GET GOOD GUIDANCE AS IN 'DON'T EVEN THINK OF THAT PROJECT, IT ISN'T GOING ANYWHERE,' TO 'THIS IS A GOOD PROJECT.' AND THERE IS AN ABILITY TO CONVEY THAT TO THE FUNDERS IN A WAY THAT HELPS ADVOCATE FOR PROJECTS THAT THEY FEEL ARE GOOD PROJECTS."

PETER GAGLIARDI,  
HAMPDEN HAMPSHIRE HOUSING PARTNERSHIP



*cedac's* founders had hoped that the agency would be a resource for community-based organizations to generate economic development activity and jobs for the residents of their neighborhoods. And early in its history CEDAC did focus exclusively on providing technical and financial assistance to CDCs and other non-profit corporations who sought to channel capital to stimulate the growth of businesses which would generate job opportunities for local residents. But overcoming structural barriers to business development, especially in urban neighborhoods, proved to be much more complicated than just providing capital.

CRANBERRY MANOR, WAREHAM





"I CAN'T SING CEDAC'S PRAISES HIGHLY ENOUGH. THEY'VE BEEN THERE WHEN WE'VE NEEDED THEM. THEY'VE PROVIDED NOT ONLY TECHNICAL ASSISTANCE, BUT ALSO FINANCIAL ASSISTANCE. . . . THE STAFF HAVE BEEN AVAILABLE AND ABLE TO ANSWER QUESTIONS TO HELP US FIGURE OUT NEXT STEPS—AND EVEN TO DO ANALYSIS, TO SEE IF IT MADE SENSE. WE MIGHT HAVE BEEN ABLE TO FIND THAT SOMEWHERE ELSE, BUT IT WOULD HAVE TAKEN LONGER AND I THINK IT WOULD HAVE BEEN HARDER."

GWEN PELLETIER, LOWER CAPE COD COMMUNITY DEVELOPMENT CORPORATION

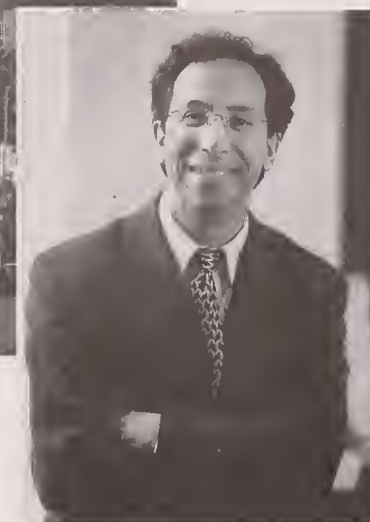


EASTHAM DUPLEX,  
EASTHAM





HYDE SQUARE COOPERATIVE, JAMAICA PLAIN



"CEDAC HAS BEEN PIVOTAL TO THE DEVELOPMENT OF A STRONG NON-PROFIT HOUSING SECTOR IN MASSACHUSETTS, WHICH HAS BEEN A MODEL FOR THE COUNTRY. WE HAVE SOME OF THE STRONGEST AND MOST SOPHISTICATED CDCs IN THE COUNTRY. THERE ARE TWO KEY INGREDIENTS FOR MAKING THAT HAPPEN—THE FIRST IS CAPACITY BUILDING—TECHNICAL ASSISTANCE AND HELP, THROUGH THE STAFF AND BOARDS OF THE NON-PROFITS, SO THAT THEY'RE MORE CAPABLE OF BUILDING AND MANAGING HOUSING. THE SECOND IS THROUGH FINANCING—PREDEVELOPMENT FUNDING EARLY ON, WHICH IS THE HARDEST MONEY TO FIND. CEDAC IS UNIQUE IN THAT IT IS A QUASI-PUBLIC STATE AGENCY WITH EXPRESS LEGISLATIVE POLITICAL SUPPORT FOR AFFORDABLE HOUSING. HAVING IT AS A STATE-LEVEL ORGANIZATION, REFLECTIVE OF STATE POLICY, IS CRITICAL TO FOSTERING THE CDC MOVEMENT AND ULTIMATELY THE DEVELOPMENT OF MORE AFFORDABLE HOUSING."

AARON GORNSTEIN,  
CITIZENS' HOUSING AND PLANNING ASSOCIATION



NUEVA ESPERANZA, HOLYOKE



*the* non-profit developers who were CEDAC's constituency turned increasingly to the physical, financial, and social problems of their neighborhoods, and specifically to the development of real estate as a priority. It may seem difficult now, in an era of revival of neighborhoods and cities, to remember a period of fatalism and skepticism about the long-term viability of urban neighborhoods. But financial institutions had redlined urban neighborhoods at the time, resulting in the inability of even middle-class residents to obtain home mortgages. And the economics of multi-family rental properties were so dismal that no developers were interested in investing in that housing stock. Neighborhoods were plagued with abandonment of housing, with owners just walking away.

KING STREET, WORCESTER



BOW STREET, SOMERVILLE





*SO* CDCs turned to the role of housing developer, becoming in essence the developer of last resort for neighborhoods which desperately needed reinvestment. And they have been successful, in many cases beyond their wildest dreams. Non-profit developers have built impressive portfolios of real estate. They have stabilized multi-family rental housing, and built new stock. They have turned abandoned houses into ownership opportunities. CEDAC has worked with its partner agencies at the state level—the Department of Housing and Community Development, the Massachusetts Housing Finance Agency, and the Massachusetts Housing Partnership Fund—to focus resources in support of the non-profit development agenda as an important element of Massachusetts’ system for production of affordable housing. Twenty years ago lenders and investors viewed CDCs with suspicion and mistrust; now they compete aggressively for the non-profit development business. And with the residential renaissance have come commercial and retail market opportunities which CDCs have also pursued successfully.



NATE SMITH HOUSE,  
JAMAICA PLAIN



COPLEY PLACE  
APARTMENTS,  
ROCKLAND

"WHEN YOU DEVELOP AFFORDABLE HOUSING IN THIS ENVIRONMENT, YOU ARE PUTTING TOGETHER A PUZZLE. BITS AND PIECES FROM VARIOUS SOURCES HAVE TO FIT IN ORDER TO GET THE PROJECT TO FINAL CLOSING. CEDAC UNDERSTANDS THAT IS HOW DEVELOPMENT GETS DONE. THEY HELP A NON-PROFIT MOVE FROM ONE STEP TO ANOTHER AS THE PUZZLE IS ASSEMBLED. CEDAC ACTS AS A PARTNER, NOT AS A JUDGE TESTING YOU AGAINST AN UNATTAINABLE STANDARD. THEY SIT DOWN WITH YOU TO WORK OUT PROBLEMS WHEN THEY ARISE, AS THEY INEVITABLY DO.

"ALTHOUGH CEDAC IS A 'OUASI-GOVERNMENTAL AGENCY,' IT IS ENTREPRENEURIAL. THEY THINK LIKE A PRIVATE NON-PROFIT. THEIR SENSE OF MISSION AND A CAN-DO SPIRIT DRIVE THE DEALS THEY SUPPORT. . . . I'D SAY THAT THEY COMBINE THE SKILLS OF AN UNDERWRITER WITH THE HEART OF A COMMUNITY ORGANIZATION INTENT ON MAKING THE DEAL WORK."

STEVE DUBOUE, SOUTH SHORE HOUSING DEVELOPMENT CORPORATION





CHESTNUT SQUARE, LOWELL

*ironically,* the success of non-profit developers has created real competition in their neighborhoods for the remaining development opportunities. The appeal of these neighborhoods, in no small part because of the catalytic role played by non-profit developers, has spurred vigorous interest from private developers to produce residential development at market prices. As the non-profit development industry enters the new century, it confronts the challenge of balancing the benefits of attractive, vibrant neighborhoods with the desire to maintain their economic and social diversity. ▼



## PRESERVATION OF FEDERALLY-ASSISTED HOUSING



MARKSDALE GARDENS,  
ROXBURY

"I'VE LIVED HERE ABOUT THIRTY YEARS. I STARTED THE TENANTS' GROUP BECAUSE THE PROPERTY WAS GOING DOWNHILL. RATHER THAN MOVE AWAY AND LEAVE SOMETHING TO GO DOWN THE DRAIN, YOU SAY, 'WELL, I THINK I'LL STAY HERE AND SEE WHAT I CAN DO FOR IT.'

ESSENTIALLY, THAT IS WHAT WE DID WITH THE HELP OF CEDAC. . . . THEY ARE WHAT I CONSIDER PROFESSIONAL FRIENDS—AND A FRIEND IS SOMEONE YOU CAN CALL ON AT ANY HOUR. WE HAVE BEEN A COOPERATIVE SINCE 1984, AND WE HAVE A LARGE WAITING LIST.

WE HAVE PEOPLE CALLING FROM ALL OVER WANTING TO GET IN, BECAUSE WE'RE ALWAYS REFURBISHING THE APARTMENTS."

MINNIE B. CLARK, MARKSDALE GARDENS COOPERATIVE CORPORATION





CASTLE SQUARE, SOUTH END



*five* years into CEDAC's existence, the residents of two federally-subsidized rental developments approached the agency asking for assistance in their quest to take control of their housing from the federal Department of Housing and Urban Development (HUD). HUD had foreclosed on the original church sponsors of Methunion Manor on Columbus Avenue in the South End, and Marksdale Gardens, just off Martin Luther King Boulevard in Washington Park, when the sponsors were unable to meet their mortgage payments. HUD did not want to own Methunion and Marksdale, and was concerned that the properties' use as low- and moderate-income housing be preserved, but had substantial qualms about the residents' ability to take on the full responsibilities of ownership.

*the* quiet, but firm, determination expressed by the residents' organizations at Marksdale and Methunion convinced CEDAC staff that resident ownership could be viable, if the underlying economics of the properties were sound, if the residents' board of directors received a full grounding in the rights and responsibilities of ownership, and if CEDAC helped surround the residents with a team of real estate professionals who could complement the tenants' political clout and integrity. CEDAC worked with Marksdale and Methunion to put together a financial plan that showed HUD how the residents would finance the necessary improvements to the properties and manage the developments.



ALLEN PARK, SPRINGFIELD





808 MEMORIAL DRIVE, CAMBRIDGE



CLARENDON HILL TOWERS, SOMERVILLE



*within*

two years, HUD agreed to sell Methunion and Marksdale to their residents, setting in motion a process that has culminated in HUD using the experiences forged in Boston to divest itself nationwide of the remainder of its foreclosed multi-family rental portfolio. The tenacity and savvy demonstrated by the leaders of Marksdale and Methunion illustrated clearly how much leadership potential existed, and could be tapped, in those developments. CEDAC has built on its experience with those two pioneer properties to assume a national leadership role in shaping federal policy to support the conversion of absentee-owned rental housing to ownership by community-based non-profit developers or resident groups.



NORTH CANAL APARTMENTS,  
LOWELL



CHARLAME PARK HOMES, ROXBURY







SPRING MEADOW APARTMENTS, SPRINGFIELD

*not* every resident group should own its development: most rental housing is better owned and managed by professionals in the field. But where previous ownership has demonstrably failed, and residents can show the pragmatic ability to grapple with the challenges of creating a democratic ownership structure and building a team of trusted advisors around them, resident ownership has proven to be an effective solution to the problems of housing which no one else could solve. Over the intervening fifteen years, CEDAC has facilitated the sale of more than 4,000 units of federally-assisted housing to resident and non-profit owners. ▼

## SUPPORTED HOUSING



"I HAVE SEEN CEDAC IN A PLACE WHERE THEY ARE JUST NOT WRITING CHECKS BUT THEY ARE REALLY TRYING TO BUILD HUMAN RESOURCE CAPITAL, HUMAN RESOURCE CAPACITY, DEVELOPMENT CAPACITY WITHIN A COMMUNITY. THEY UNDERSTAND THE DEVELOPMENT BUSINESS, AND THEY ALSO UNDERSTAND PEOPLE THAT LIVE IN THESE DEVELOPMENTS. OFTEN THEY ARE SINGLE-PARENT HOUSEHOLDS WHERE THEY HAVE TO WORK TWO JOBS THEN SHOW UP AT NIGHT AND WORRY ABOUT REAL ESTATE ISSUES. CARING, LOVING PEOPLE AT CEDAC SPEND THE TIME AT THESE NIGHT DUTIES—ABSOLUTELY NIGHT DUTIES."

PATRICK LEE, TRINITY FINANCIAL



BOWDITCH SCHOOL, JAMAICA PLAIN



*cedac* has helped non-profit developers build and renovate thousands of units of housing for individuals and families who simply don't earn enough income to pay the rent or mortgage payment on an adequate home. That housing is relatively straightforward: you build it, they rent or buy it, and you manage it. But one of the growing trends in low-income housing over the last fifteen years has been the growing need of many individuals and families not just for decent, affordable shelter, but for a support system of services to help them achieve their broader human potential.



MAGAZINE STREET, CAMBRIDGE





YWCA HOUSING, CAMBRIDGE



SOUTH SHORE HDC GROUP HOME, KINGSTON



"THERE IS SOME HUD FINANCING, LIKE THE 811 PROGRAM, WHICH PRODUCED WOODWARD PARK, WHICH LITERALLY TAKES YEARS TO COMPLETE. IT IS A THREE STAGE APPLICATION PROCESS, AND EACH STAGE TOOK TWO YEARS. THERE WAS NO GETTING AROUND THAT, THAT WAS JUST THE PROGRAM. AND THE PRODUCT IS JUST WONDERFUL—IT IS ESSENTIALLY DEBT-FREE HOUSING FOR VERY VERY LOW-INCOME, DISABLED FOLKS WITH MENTAL ILLNESS. YOU DON'T WANT TO WAIT SIX YEARS FOR HOUSING, BUT OUR OPINION WAS THAT THIS PRODUCT WAS WELL WORTH WAITING FOR BECAUSE IT SERVES THE POOREST FOLKS IMAGINABLE WHO ARE SO DISABLED THAT IT IS HIGHLY UNLIKELY THAT THEIR INCOME IS GOING TO INCREASE OVER TIME."

JAN GRIFFIN,  
PAUL SULLIVAN HOUSING TRUST



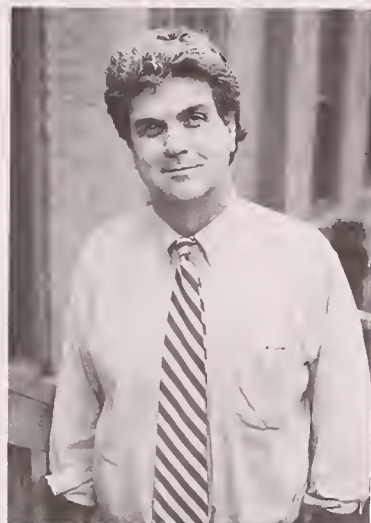
WOODWARD PARK, DORCHESTER

*but* one of the growing trends in low-income housing over the last fifteen years has been the growing need of many individuals and families not just for decent, affordable shelter, but for a support system of services to help them achieve their broader human potential. The psychic trauma of homelessness, whether a by-product of the process of de-institutionalization, or the result of not having enough income to provide a stable home, requires more than temporary, or even permanent, shelter. The state's network of non-profit developers and social service providers has tackled the challenge of integrating services and housing into the package defined as 'service-enriched housing.'

WESTERN AVENUE, CAMBRIDGE







300 SHAWMUT AVENUE, SOUTH END

"THEY PROVIDE THE KIND OF ASSISTANCE THAT YOU CAN'T GET IN OTHER FORMS. WE USE THEIR RESOURCES TO LEVERAGE TRADITIONAL BANK FINANCING AND OTHER FINANCING PROGRAMS THAT THE STATE HAS TO OFFER—WHICH IS REALLY HELPFUL. . . .

WE TOOK A GIGANTIC RISK AND CEDAC WAS THERE, AND VERY FEW OTHER PEOPLE WOULD HAVE TAKEN THAT RISK. THE RISK TURNED OUT TO BE A GOOD THING FOR THE ORGANIZATION AND FOR THE COMMUNITY. WE HAVE BEEN ABLE TO REVITALIZE THESE VACANT BUILDINGS WHILE SECURING A PLACE FOR OURSELVES, AND THEY WERE RIGHT THERE WITH A BUNCH OF PREDEVELOPMENT COUGH. THAT WAS A VERY IMPORTANT MESSAGE, THAT ALLOWED US TO USE THAT COUGH TO ACCESS OTHER RESOURCES."

JIM CUDDY,  
SOUTHERN MIDDLESEX  
OPPORTUNITY COUNCIL





GRINNELL MANSION,  
NEW BEDFORD



*the* Pine Street Inn, a respected provider of services to the homeless, grew its own internal housing development arm, the Paul Sullivan Housing Trust, which has built 247 units of housing in intimate residential settings to provide the thoughtful blend of services and housing its guests need. Regional non-profit housing developers like the South Shore Housing Development Corporation have served as turnkey developers for the Departments of Mental Health (DMH) and Mental Retardation (DMR), producing new residential facilities which can be true home environments for their clients.



*and* the Commonwealth has been a real partner in that effort. The Department of Housing and Community Development (DHCD) has pioneered the use of general obligation bond proceeds to endow the Housing Innovations Fund (HIF) and Facilities Consolidation Fund (FCF) programs, which are the financial stimuli for development of this service-enriched housing. Regularly funded by the Legislature, the HIF and FCF programs have now provided \$140 million in capital to support the development of this crucial housing. Most importantly, these programs are flexible and responsive to the needs of both the developers and their constituencies. When housing for people with AIDS and HIV became an issue, for example, the HIF program responded promptly with a set-aside of funding to help produce appropriate housing opportunities. To date, the HIF and FCF programs have helped the non-profit development community create over 9,190 units of housing for the Commonwealth's most vulnerable citizens. ▼



CANAL STREET HOUSING,  
ORLEANS

## CHILD CARE



"WE SHOULD BEGIN CREATING AND BUILDING DEDICATED SPACES FOR CHILD CARE—LIKE WE DO LIBRARIES, SCHOOLS AND OTHER PUBLIC BUILDINGS. IT IS TIME TO MOVE UP FROM CHURCH BASEMENTS AND CONVERTED OFFICE SPACES."

MARY BAKER,  
SMILE PRE-SCHOOL



NORTH SHORE HEAD START, PEABODY



*community* development means more than just housing development and preservation. Employment, community facilities, and educational and social services are all necessary components of vibrant, functioning neighborhoods. Quality child care services, both for pre-school age children and for after-school care, are vital for the educational and social development of the children in those programs. And the availability of reliable, high-quality child care removes one of the most difficult systemic barriers to employment faced by people trying to enter the workforce.

DIMOCK COMMUNITY HEALTH CENTER, ROXBURY





COMMUNITIES UNITED, WATERTOWN

*cedac's* affiliate entity, the Child Care Capital Investment Fund (the FUND), provides loan and grant capital, and couples its financial resources with technical assistance, to help non-profit child care centers expand and improve their facilities. Originally launched by the United Way of Massachusetts Bay, the FUND was transferred to CEDAC's corporate control in 1997. In its six-year history the FUND has lent almost \$3 million to more than 40 non-profit centers, enabling the expansion or improvement of 2,973 slots of child care, approximately 70% of which serve very low-income families. For many centers the FUND has filled a crucial need by providing access to capital and technical assistance, especially at the pre-development stage, helping centers overcome what would otherwise have been insurmountable obstacles.



*the* FUND has secured \$6 million in additional debt capital to expand its geographic market statewide, to increase the size of its loans, and to extend their term. The FUND has also created partnerships with child advocacy organizations to secure more than \$6 million of grant capital, and to allocate that capital to non-profit providers, in tandem with the FUND's loans, to provide a consolidated funding mechanism for the child care industry.

FEDERATED DORCHESTER NEIGHBORHOOD HOUSE, DORCHESTER



# BOARD OF DIRECTORS AND STAFF

## CEDAC BOARD OF DIRECTORS

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*Corporate Planning and Development Officer,  
Massachusetts Housing Finance Agency*

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*Corporate Counsel, Clerk  
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ROGER HERZOG

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*As required by Section 6 of Chapter 498 of the Acts and Resolves of 1978, this report is respectfully submitted to:*

ARGEO PAUL CELLUCCI

*Governor  
Commonwealth of Massachusetts*

MARK C. MONTIGNY

*Chairman  
Senate Ways and Means Committee*

PAUL R. HALEY

*Chairman  
House Ways and Means Committee*

ANDREW S. NATSIOS

*Secretary of Executive Office for Administration and Finance*

PATRICK F. SCANLAN

*Senate Clerk*

ROBERT E. MACQUEEN

*House of Representatives Clerk*

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**CEDAC**

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When we think of CEDAC's impact  
on the community, we often think of the  
community centers we've helped to  
create. But the impact goes much deeper than  
just the buildings it helps restore.  
The programs it helps to create,  
the policies it helps to formulate.  
For each endeavor, there are  
people here that are touched by  
the positive changes brought  
about by CEDAC's work.  
Whether it be a new building, a  
place for children, a safer  
neighborhood, or the chance to  
call a house a home, CEDAC  
and its non-profit partners truly  
help renew the spirit of  
community in neighborhoods  
across Massachusetts.